

**INCOMING TELEGRAM**

*Department of State*

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FROM: CUBAN AFFAIRS OFFICE MIAMI

TO: Secretary of State

NO: 2, FEBRUARY 17, 7 PM

PRIORITY

**BACKGROUND ONLY**

FOR COTTRELL CCA (FOR DELIVERY 8:30 A.M. FEB. 18)

LIMIT DISTRIBUTION

FOLLOWING IS SUMMARY RESULTS (AND COMMENTS THEREON) OF CCA/M EXAMINATION OF BASIS FOR STATEMENTS MADE IN MEMO [REDACTED] CONCERNING QUALITY PERSONS ENTERING US FROM CUBA VIA RETURNING RED CROSS PLANES AND SHIPS. IN COURSE THIS EXAMINATION, CCA/M DISCUSSED ISSUES RAISED BY STATEMENTS IN MEMO WITH ORIGINATING OFFICE, INS, HEW AND US PUBLIC HEALTH SERVICE.

1. ORIGINAL MEMO WAS NEVER INTENDED AS FORMAL, DOCUMENTED REPORT TO BE GIVEN DISSEMINATION OUTSIDE IMMEDIATELY CONCERNED OFFICE IN WASHINGTON. RATHER IT WAS MEANT TO BE INTERNAL MEMO EXPRESSING PERSONAL IMPRESSIONS OF OFFICERS WHO HAD HAD CONSIDERABLE EXPERIENCE OVER NUMBER OF YEARS IN INTERROGATING THOUSANDS OF INCOMING CUBAN MALES. THESE OFFICERS HAD COME TO BE DISTURBED AND IRRITATED BY ENTRY INTO US UNDER SPECIAL PROGRAM OF WHAT APPEARED TO THEM TO BE UNDESIRABLES AND PERSONS OF LOW CALIBER, PARTICULARLY ON RETURNING RED CROSS PLANES.
2. WHEN THE BASIC MEMO WAS PREPARED AND FORWARDED TO WASHINGTON, FULL STATISTICAL DATA NOT AVAILABLE TO THE OFFICE CONCERNED. MOREOVER, SINCE THE MEMO WAS NOT INTENDED AS A FORMAL REPORT, IT HAD NOT BEEN PREPARED IN COLLABORATION WITH OTHER AGENCIES INVOLVED WITH RECEIPT AND PROCESSING OF INCOMING PERSONS IN THE SPECIAL PROGRAM. ORIGINATING OFFICE CONSIDERS HANDLING GIVEN

State Dept. review completed

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-2- 2, FEBRUARY 17, 7 PM, FROM: CUBAN AFFAIRS OFFICE MIAMI  
MEMO IN WASHINGTON UNFORTUNATE.

3. IN LIGHT FOREGOING, MEMO SHOULD, IN MY OPINION, BE VIEWED AS HONEST, CANDID BUT NECESSARILY INCOMPLETE STATEMENT OF THE PERSONAL IMPRESSIONS OF EXPERIENCED PERSONS TOWARD A SITUATION WHOSE FULL DIMENSIONS THEY DID NOT KNOW.

4. ONE OF MAJOR FACTORS IN SITUATION HAS BEEN LACK FROM BEGINNING SPECIAL PROGRAM IN JANUARY OF FULL KNOWLEDGE AMONG INTERESTED AGENCIES MIAMI AREA OF SPECIFIC CRITERIA ESTABLISHED BY USG WITH RED CROSS, SWISS AND GOC FOR SELECTING PASSENGERS ON FLIGHTS AND SHIPS. FOR EXAMPLE, A PRINCIPAL SOURCE IRRITATION TO OFFICE ORIGINATING MEMO IS LARGE NUMBER CUBANS AND (IN VERY LIMITED NUMBER CASES) EVEN THIRD-COUNTRY (NON-US, NON-CUBAN) NATIONALS COMING IN ON FLIGHTS ON COAT-TAILS US NATIONALS, OFTEN MINOR CHILDREN. INS FIGURES SHOW THAT OF TOTAL INTAKE OF 636 PERSONS ON SEVEN RED CROSS FLIGHTS JANUARY 13-FEBRUARY 8, 277 WERE US NATIONALS, 225 WERE IMMEDIATE MEMBERS (HUSBANDS, WIVES, PARENTS, CHILDREN) OF FAMILIES OF US NATIONALS, AND 85 WERE MORE DISTANT MEMBERS OF FAMILIES OF US NATIONALS. EXCEPT POSSIBLY IN CASE OF THE LAST GROUP, THERE WOULD SEEM TO BE NO REAL BASIS FOR COMPLAINT IF, AS CCA/M UNDERSTANDS, SELECTION IN HAVANA FOR THE FLIGHTS WAS DETERMINED ON GROUND OF US NATIONALITY AND CLOSE KINSHIP TO US NATIONALS. IN ANY EVENT, AGENCIES IN MIAMI AREA SHOULD BE KEPT FULLY INFORMED THROUGH CCA/M AND THEIR OWN CHANNELS OF STANDARDS SELECTION FOR SPECIAL FLIGHTS AND SHIPS.

5. ANOTHER SOURCE CONCERN TO [REDACTED] HAS BEEN REENTRY UNDER SPECIAL PROGRAM (E.G. AS RELATIVES US NATIONALS) OF PERSONS WHO DEPARTED US FOR CUBA AFTER BREAK DIPLOMATIC RELATIONS OR EVEN AFTER BAY PIGS. NORMALLY THESE PERSONS WOULD BE DENIED VISA WAIVERS BY VIRTUE THEIR ABANDONMENT US RESIDENCE AFTER BREAK RELATIONS. NOW, HOWEVER, WITH DIFFERENT BASIS ELIGIBILITY FOR ENTRY, I.E., KINSHIP TO US NATIONALS, THEY CAN ENTER, BUT ALWAYS SUBJECT, IT SHOULD BE EMPHASIZED, TO FURTHER INS CHECK.

[REDACTED] CONSIDERS PERSONS WHO FALL INTO THIS CATEGORY AND THERE HAVE BEEN A HANDFUL OUT OF TOTAL INTAKE, SHIP AND

PLANE

SECRET

-3- 2, FEBRUARY 17, 7 PM, FROM: CUBAN AFFAIRS OFFICE MIAMI

PLANE, OF 3490, TO BE AT BEST OPPORTUNISTS. IT IS PROBABLY TRUE THAT OPPORTUNIST LABEL JUSTIFIED FOR MAJORITY THIS SMALL GROUP, BUT PENDING CAREFUL INVESTIGATION EACH CASE POSSIBILITY CERTAINLY EXISTS SOME HAVE BEEN GENUINELY DISILLUSIONED AND THEREFOR REPRESENT AT LEAST POTENTIALLY USEFUL ANTI-CASTRO ELEMENTS. SHOULD BE NOTED THAT INS KNOWS OF NO CASE IN WHICH DENIAL VISA WAIVER TO PERSON WHO HAS NOW ENTERED UNDER SPECIAL PROGRAM HAD BEEN BASED ON SUSPECTED SUBVERSIVE ACTIVITIES. IF A PERSON ENTERING UNDER SPECIAL PROGRAM WERE TO HAVE BEEN DENIED VISA WAIVER ON SECURITY GROUNDS, HE WOULD BE SUBJECT TO NORMAL INS PROCEDURES AND CONTROLS.

6. BASIC QUESTION RAISED BY MEMO IS: HAS THERE BEEN A SUBSTANTIAL DIFFERENCE IN QUALITY IN ALL ASPECTS, INCLUDING SECURITY, HEALTH AND ECONOMIC AND SOCIAL CLASSIFICATION, BETWEEN GROUP ENTERING UNDER SPECIAL PROGRAM AND "NORMAL" INTAKE UNDER PAA FLIGHTS PRIOR OCTOBER CUT-OFF? [ ] TAKES POSITION THERE HAS BEEN AND STRONGLY IMPLIES SPECIAL PROGRAM HAS BEEN USED BY CASTRO AS MEANS GETTING RID OF PERSONS HE WANTS OUT OF CUBA (INCLUDING MENTAL AND PHYSICAL INCOMPETENTS) OR PLANTING IN US PERSONS WHO MAY SERVE HIS PURPOSES HERE. INS AND USPHS (LATTER WITH RESPECT PHYSICAL AND MENTAL CONDITION OF ARRIVALS) STATE THAT BY AND LARGE THERE HAS BEEN NO CHANGE IN QUALITY. (SHOULD BE NOTED [ ] SEES ADULT MALES ONLY, INS AND USPHS SEE ALL ARRIVALS.) REGARDING PLANTING OF CASTRO SYMPATHIZERS OR AGENTS IN SPECIAL GROUP, [ ] ORIGINATING MEMO BELIEVES INCIDENCE OF DEROGATORY INFORMATION ON OR THEIR SUSPICION OF ARRIVALS ON RECENT SPECIAL FLIGHTS (SHIP ARRIVALS NOT BEING TAKEN INTO ACCOUNT) CONSIDERABLY HIGHER THAN IN PRE-OCTOBER FLIGHTS. BULK SUCH CASES SEEMS TO RELATE TO PERSONS WHO RETURNED TO CUBA FROM US AFTER BAY PIGS. INS, LOOKING AT ENTIRE (SHIP AND PLANES) SPECIAL PROGRAM, DOES NOT CONSIDER INCIDENCE SUBVERSIVE-TYPE CASES TO BE HIGHER THAN IN "NORMAL" PRE-CRISIS PROGRAM. SINCE OCTOBER INS HAS DEVELOPED ABOUT 10 SUCH CASES WHICH ARE UNDER INVESTIGATION. IN OPINION INS, NONE OF THESE CASES INVOLVES AGENT ACTIVITY. AS MATTER NORMAL PROCEDURE,

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-4- 2, FEBRUARY 17, 7 PM, FROM: CUBAN AFFAIRS OFFICE MIAMI

ANY INFORMATION REFLECTING POSSIBLE AGENT ACTIVITY AND DEVELOPED IN COURSE INTERROGATIONS CARRIED OUT [REDACTED]

[REDACTED] DIRECTION IS PASSED TO FBI, INS AND OTHER INTERESTED [REDACTED] ELEMENTS.

25X1

7. RELATED TO GENERAL QUESTION SECURITY IS NUMBER ENTRIES DEFERRED BY INS. OF 636 ARRIVING BY PLANE, INS DEFERRED 128 OF WHICH APPROXIMATELY 100 REPRESENTED PERSONS (AND ALL MEMBERS THEIR FAMILIES) ABOUT WHOSE US CITIZENSHIP THERE WAS SOME QUESTION. ABOUT 15 OF REMAINDER WERE PERSONS (AND ALL MEMBERS THEIR FAMILIES) WHO WERE MEDICAL "HOLDS" OR WHOSE THIRD-COUNTRY NATIONALITY CREATED DOUBTS ABOUT THEIR ELIGIBILITY FOR REFUGEE STATUS. REMAINDER WERE PERSONS (AND ALL MEMBERS THEIR FAMILIES) ABOUT WHOM SOME SECURITY QUESTION HAD BEEN RAISED. VERY LOW FIGURE (3 FROM TOTAL OF 2854) OF DEFERRALS OF SHIP ARRIVALS NOT MEANINGFUL; PRINCIPALLY BECAUSE NO ADVANCE INFORMATION ON NAMES AVAILABLE. CHECK LIMITED IN CASE IMMEDIATE PROCESSING SHIP ARRIVALS TO INS CARIBBEAN INDEX. THIS FOLLOWED BY FULL INS SECURITY CHECK ALL SHIP ARRIVALS, WHICH IS NORMAL INS PROCEDURE FOR ALL PLANE ARRIVALS AS WELL.

8. IN OPINION [REDACTED] REACTIVATION OPA-LOCKA FACILITY WOULD BE VERY HELPFUL FOR BETTER SCREENING ARRIVALS UNDER SPECIAL PROGRAM. AT PRESENT TIME, NECESSARILY QUICK INTERROGATION ADULT MALES CONDUCTED AT AIRPORT AND EVERGLADES, FOLLOWED WHERE INDICATED BY FURTHER INTERROGATION OF INTERESTING CASES IN TOWN MIAMI. THIS CANNOT BE AS INTENSIVE AS OPA-LOCKA SYSTEM BECAUSE OF LIMITED NUMBER INTERROGATORS AND "BUNCHING-UP" OF LARGE NUMBER ARRIVALS, ESPECIALLY WHEN SHIPS ARE USED. BETTER INTERROGATION IN DEPTH AT OPA-LOCKA WOULD AFFECT NOT ONLY PERSONS WITH POSITIVE INTELLIGENCE INFORMATION BUT ALSO THOSE ABOUT WHOSE BONA FIDES THERE MAY BE QUESTION. SUSPICIONS ABOUT LATTER GROUP COULD BE TESTED MORE EFFECTIVELY THAN PRESENT SYSTEM PERMITS, IT ALWAYS BEING UNDERSTOOD THAT WHETHER PRESENT OR OPA-LOCKA ARRANGEMENT IS USED [REDACTED] NOT AGENCY DESIGNATED FOR IN DEPTH COUNTER-INTELLIGENCE. ON OTHER HAND, INS HAS MADE CLEAR THAT REACTIVATION OPA-LOCKA WOULD

25X1

SECRET

-5- 2, FEBRUARY 17, 7 PM, FROM: CUBAN AFFAIRS OFFICE MIAMI  
REPRESENT NO ADVANTAGE IN ITS OPERATIONS AND THEREFORE IT IS  
SATISFIED WITH PRESENT ARRANGEMENTS.

9. FOR GENERAL INFO, OF TOTAL 2854 ARRIVALS BY SHIP, 1050 WERE  
RELATIVES BRIGADE MEMBERS OF WHICH 542 WERE CLOSE (PARENTS,  
WIVES, CHILDREN) AND 508 MORE DISTANT. AS EXPECTED, AFRICAN  
PILOT HAD MOST RELATIVES (712), SHIRLEY LYKES NEXT (328), AND  
SANTO CERRO VERY FEW (10). IN ADDITION TO BRIGADE RELATIVES,  
SHIPS CARRIED 1289 RELATIVES OF OTHER CUBANS ALREADY IN US  
(507 CLOSE, 782 MORE DISTANT) AND 368 OTHER CUBANS (NO RELA-  
TION TO BRIGADE OR OTHER CUBANS ALREADY IN US). REMAINING 147  
CONSISTED US NATIONALS AND FAMILIES, AND THIRD-COUNTRY NATIONALS  
AND FAMILIES (VERY FEW ON BOARD) FOR WHICH NO BREAKDOWN AVAIL-  
ABLE (ALLOWANCE FOR SMALL MARGIN ERROR SHOULD BE MADE IN ALL  
ABOVE FIGURES).

10. WITH RESPECT CUBANS LACKING PROPER DOCUMENTATION (VISAS,  
VISA WAIVERS), THERE ARE NO FIGURES AVAILABLE ON THIS POINT  
FOR ARRIVALS BY PLANE. (THERE WERE A TOTAL ON THE FLIGHTS OF  
16 CUBANS NOT RELATED IN ANY WAY TO US NATIONALS). FOR SHIPS,  
1122 OF A TOTAL OF 2854 DID NOT HAVE PROPER DOCUMENTATION  
(399 ON AFRICAN PILOT, 437 ON SHIRLEY LYKES AND 286 ON SANTO  
CERRO). IF POSSESSION OF US VISAS OR VISA WAIVERS WAS A PRE-  
REQUISITE FOR DEPARTURE FROM CUBA, AND I HAVE BEEN INFORMED  
BY CCA THAT IT WAS AT LEAST IN THE CASE OF THE SANTO CERRO,  
THIS HIGH FIGURE SHOWS LAXITY IN SWISS AND/OR RED CROSS SCREEN-  
ING IN HAVANA.

11. IN SUMMARY, I CONSIDER MEMO, BASED AS IT WAS ON PERSONAL  
REACTIONS AND IMPRESSIONS AND INCOMPLETE DATA, TO REPRESENT  
ONLY A PARTIAL UNCOORDINATED AND THEREFORE OVERDRAWN PICTURE  
OF THE SITUATION. I WISH TO EMPHASIZE THAT THE ORIGINATING  
OFFICE NEVER INTENDED THE MEMO TO BE CONSIDERED AS ANYTHING  
MORE THAN AN INTERNAL DOCUMENT EXPRESSING PERSONAL IMPRESSIONS.  
AS A RESULT OF MY EXAMINATION OF THE GENERAL SITUATION, I AM  
SATISFIED THAT, ALTHOUGH THERE HAS BEEN LOOSENESS IN THE  
APPLICATION IN HAVANA OF CRITERIA FOR SELECTION (AND I AM NOT

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-6- 2, FEBRUARY 17, 7PM, FROM: CUBAN AFFAIRS OFFICE MIAMI

WELL INFORMED ENOUGH OF THE PROCEDURES THERE TO BE CERTAIN THAT JUDGMENT IS COMPLETELY ACCURATE), THE GENERAL QUALITY OF THE SPECIAL PROGRAM ARRIVALS HAS NOT BEEN APPRECIABLY DIFFERENT FROM THAT OF ARRIVALS UNDER THE PRE-CRISIS "NORMAL" PROGRAM. IN OTHER WORDS, THE USG, IN MY VIEW, IS NOT NOW BEING "HAD" ANY MORE THAN IT WAS BEFORE OCTOBER 22. FURTHERMORE I AM SATISFIED THAT, WITH ONE POSSIBLE EXCEPTION (OPA-LOCKA), THE ADMINISTRATIVE AND SECURITY ARRANGEMENTS IN EXISTENCE IN THE MIAMI AREA NOW FUNCTION AS WELL AS THEY DID BEFORE THE CRISIS. IN FACT, IN ONE VERY IMPORTANT RESPECT -- THE HANDLING OF VERY LARGE CONCENTRATIONS OF ARRIVALS -- THE VARIOUS AGENCIES HAVE MET AND OVERCOME IMPRESSIVELY PROBLEMS NOT ENCOUNTERED UNDER THE NORMAL PROGRAM.

12. RECOMMENDATIONS:

(1) STEPS BE TAKEN IMMEDIATELY THROUGH THE SWISS AND RED CROSS TO ASSURE THAT BASIC USG CRITERIA FOR SELECTING PERSONS TO ENTER US UNDER SPECIAL PROGRAM ARE CLOSELY ADHERED TO IN HAVANA.

(2) ALL MIAMI AGENCIES CONCERNED BE KEPT FULLY AND PROMPTLY INFORMED OF CRITERIA GOVERNING SELECTION IN HAVANA.

(3) ALL MIAMI AGENCIES CONCERNED BE GIVEN AS MANY DETAILS AS POSSIBLE AS FAR IN ADVANCE AS POSSIBLE OF PLANNED FLIGHTS OR SHIP MOVEMENTS UNDER SPECIAL PROGRAM, THIS TO INCLUDE ADVANCE PASSENGER LISTS.

(4) THE OPA-LOCKA INTERROGATION FACILITY TO BE REACTIVATED TO HANDLE SPECIAL PROGRAM ARRIVALS, ON THE GROUNDS THAT THIS WILL IMPROVE INTELLIGENCE AND COUNTER-INTELLIGENCE COLLECTION AND WILL NOT AFFECT SIGNIFICANTLY INS OPERATIONS.

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